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MARINE CORPS ORDER 5600.49

From: Commandant of the Marine Corps  
To: Distribution List

Subj: MARINE CORPS DOCTRINAL PROPONENCY

Ref: (a) MCO 5600.20M  
(b) MCO P3900.15  
(c) Joint Publication 1-01  
(d) Memorandum of Agreement between Naval Doctrine  
Command and MCCDC of 17 Dec 1993 (NOTAL)  
(e) Naval Warfare Publication 0 (REV P)  
(f) MCO 5711.1F

Encl: (1) Doctrinal Publication Development Sequence

1. Purpose. To provide guidance for the implementation of the system for doctrinal proponency.

2. Background

a. Reference (a) designates CG MCCDC as the Commandant's executive agent for the development and maintenance of Marine Corps service doctrine. Reference (b) describes the Combat Development Process (CDP) and the role of doctrine development within that process. References (c) through (f) delineate how CG MCCDC coordinates the Marine Corps-wide review, establishes a Marine Corps service position on, and prepares naval, joint, combined, and multi-service doctrine.

b. References (d) and (e) assign specific responsibility to CG MCCDC for coordinating the Marine Corps participation in the development of Naval Doctrine Publications and Naval Warfare Publications. Reference (f) further assigns responsibility to CG MCCDC for coordinating the Marine Corps service position in the development of international standardization agreements and allied tactical publications and for coordinating terminology.

DISTRIBUTION STATEMENT A: Approved for public release;  
distribution is unlimited.

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### 3. Discussion

a. Marine Corps University (MCU). The President, MCU is CG MCCDC's agent for the development, review, maintenance, and publication of Marine Corps service doctrine and participation in the development of naval, joint, and combined doctrine. Inherent in the authority to serve as CG MCCDC's lead agent for all doctrine matters is the requirement to serve as the MCCDC point of contact for all naval, joint, and combined doctrinal issues. The President, MCU coordinates the development, review, and maintenance of doctrine by doctrinal proponents, providing editorial, production, publication, and distribution oversight on behalf of the Commanding General. Additionally, the President, MCU serves as the Marine Corps point of contact for all terminology matters.

b. Combat Development Process. The Combat Development Process (CDP) determines battlefield requirements necessary to produce combat ready Marine Air Ground Task Forces. Through the development and analysis of operational and functional concepts, required capabilities are defined. This framework of capabilities compares current doctrine, organization, tactics, techniques, procedures, equipment, and facilities and support to national policy and strategy and projections of future threats and technological advances. From this analysis, requirements, based on deficiencies identified in the analysis, are brought forth for development. Through this process, CG MCCDC ensures that existing doctrine is reviewed and updated.

c. Doctrinal Publications. All doctrinal publications are prepared and promulgated by CG MCCDC (except for those selected publications reserved for approval by the CMC) and are distributed and stocked by CG MCLB, Albany, GA. Currently, doctrinal publications which address Marine Corps doctrine, tactics, techniques, and procedures are Fleet Marine Force Manuals (FMFM), Fleet Marine Force Reference Publications (FMFRP), and Operational Handbooks (OH). All doctrinal publications promulgated after the effective date of this Order will be designated as Marine Corps Doctrinal Publications (MCDP), Marine Corps Warfighting Publications (MCWP), or Marine Corps Reference Publications (MCRP).

(1) FMFM's. Doctrine, tactics, techniques and procedures for warfare operations unique to the needs of the Marine Corps are currently published as FMFM's.

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(2) MCDP's. Higher order doctrine containing the philosophical underpinnings of the Marine Corps fundamental beliefs of warfighting will be published as MCDP's. When promulgated, MCDP's will supersede selected FMFM's. (For example, FMFM-1, Warfighting, when revised will become MCDP-1).

(3) MCWP's. Publications promulgated as MCWP's will contain the tactics, techniques, and procedures utilized by the Marine Corps in the prosecution of war or other assigned missions. When promulgated, MCWP's will supersede selected FMFM's and OH's.

(4) FMFRP's. These publications are currently classified separately to ensure the retention and dissemination of useful information which is not intended to be published in other doctrinal publications.

(5) MCRP's. When promulgated, MCRP's will supersede selected FMFRP's and OH's.

(6) OH's. In the past, OH's were used to test new or emerging doctrine. All OH's will be superseded by MCWP's or MCRP's as they are written.

d. Doctrinal Proponency

(1) Reference (a) grants authority to CG MCCDC to assign selected Marine Corps organizations as doctrine proponents. Proponency is the assignment of responsibility for the preparation, review, and periodic update of a doctrinal publication by a Marine Corps organization which can provide appropriate subject matter expertise.

(2) In the past, CG MCCDC has elected to retain the responsibility for the development, review, and maintenance of most doctrinal publications within the Doctrine Division, MCCDC. This system has failed to maintain a body of timely, relevant, and compelling doctrine for a host of reasons. Additionally, there has been a concomitant increase in joint and naval doctrine initiatives. This has necessitated the transfer of the doctrine development process to the MCU to ensure cohesion. Furthermore, doctrinal proponents and subject matter experts from throughout MCCDC and other elements of the Marine Corps supporting establishment will be assigned to augment doctrinal development efforts to ensure the vitality of the doctrine development process, and to keep our doctrine current.

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(3) CG MCCDC, with the President, MCU in the lead, will delineate functional proponents for the preparation of our doctrine. These proponents will be those Marine Corps agencies, or those Marine Corps elements attached to other service agencies most closely connected to developments taking place with tactics, techniques, and procedures. Proponents must have clear connections to concept development at MCCDC and to evolutions in functional applications of those concepts in the field. Centralized management by CG MCCDC is essential to ensure that those with the expertise best suited to maintain doctrine have the tools and the charter to do so. In all cases, the COMMARFOR's will be active participants.

(4) The designation of doctrinal proponents and assigned doctrinal publications will be promulgated by a Marine Corps bulletin in the 5600 series. These designations will be reviewed annually.

(5) Working closely with a Doctrine Division action officer, proponent subject matter experts will fully develop an assigned doctrinal publication, following each step in the doctrinal development sequence described in the enclosure. Upon the publication of the new manual, the proponent will assume the responsibility for the periodic review and update of the manual, to include revisions or changes generated by the dynamics of the CDP. For existing doctrinal publications, proponents will review and update the assigned publication or recommend cancellation of the publication. The normal review period for all doctrinal publications is 3 years.

(6) In order to more closely link those who teach and study doctrine with those who write doctrine, the MCU will also offer selected resident students the opportunity to write and/or revise doctrinal publications in partial fulfillment of their curriculum requirements. Students will be assigned doctrinal projects on a case-by-case basis and will receive oversight from the faculty.

(7) CG MCCDC will retain full control over the doctrinal publication produced by the proponent, to include subject matter, format, and production schedules. This control will be delegated to the President, MCU. Proponents will coordinate directly with the appropriate Doctrine Division Branch having cognizance over the subject matter of the publication to ensure doctrinal consistency with existing doctrine and to obtain writing and publishing assistance.

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(8) The Director, Doctrine Division will provide editing, graphics, and other book production services. All costs associated with the production of doctrinal publications will be borne by the President, MCU.

4. Action

a. CG MCCDC

(1) Serves as the executive agent for the CMC for all doctrinal matters.

(2) Establishes priorities and provides guidance for the development of doctrine, ensuring that concept development and doctrine development are synchronized within the CDP.

(3) Coordinates and assigns proponents for specific doctrinal publications.

(4) Serves as the review and approval authority for Marine Corps service doctrine.

(5) Coordinates the Marine Corps review of all joint, naval, and combined doctrinal initiatives.

b. President, MCU, MCCDC

(1) Assumes overall cognizance of the Doctrine Division and for all doctrinal matters for the CG MCCDC.

(2) Assumes responsibility as the Marine Corps coordinator for Marine Corps service doctrine and coordinates the review process for all Marine Corps doctrinal publications.

(3) Develops, in coordination with the other military services, the doctrine tactics, techniques, and procedures employed by landing forces in amphibious operations.

(4) Serves as the coordinating authority and principal point of contact for the Marine Corps participation in joint, naval, combined, and multi-service doctrinal development with appropriate agencies and commands.

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(5) Prepares and promulgates all Marine Corps doctrinal publications.

(6) Coordinates the Marine Corps review of terminology standardization initiatives and International Standardization Agreements (ISA) per the references.

(7) Coordinates and promulgates Marine Corps and MCCDC orders in the 5600 and 5700 series on joint, naval, combined, and Marine Corps service doctrine. Promulgates Marine Corps bulletins in the 5600 series to provide periodic updates of current Marine Corps doctrine and assignment of doctrinal proponents.

(8) Provides doctrinal guidance and editorial oversight, to include editing, publication, and distribution services to assigned proponents during the development of doctrinal publications. An action officer from the Doctrine Division will be assigned to provide guidance and publication expertise to each proponent.

(9) Establishes and monitors a doctrinal publication production schedule for each proponent.

(10) Provides subject matter experts and selected resident students from within the MCU and those organizations supervised by the President, MCU to write, review, and update doctrine for which proponenty has been assigned by CG MCCDC.

c. Director, Training and Education Division, MCCDC

(1) Provides subject matter experts from within the Division and those organizations supervised by the Director, Training and Education Division to write, review, and update doctrine for which proponenty has been assigned by CG MCCDC.

(2) Participates in the review of new or emerging naval, joint, combined, or Marine Corps service doctrine as requested and makes recommendations to CG MCCDC via the President, MCU.

d. Doctrinal Proponent

(1) Develops doctrinal publications, to include changes and revisions, utilizing the production milestones and schedules as provided by the Director, Doctrine Division.

(2) Submits author's drafts and coordinating drafts of the publication under development to the President, MCU for review and approval. This necessary review and approval step will help to focus the proponent's efforts and will foster consistency with other doctrinal publications under development.

(3) Coordinates with the FMF, appropriate HQMC and MCCDC agencies, as well as other sources of information during the research stages of the development of the publication to ensure the most current resources are being used.

(4) Participates in the editing and production of the publication with the Doctrinal Publications Section of the MCU.

(5) Assumes responsibility for the periodic review of a proponent publication, incorporating changes and revisions to the publication as necessary, based upon input from the FMF, Marine Corps schools, or other authoritative sources. Revisions of doctrinal publications are subject to production milestones and schedules similar to those of a new publication.

5. Reserve Applicability. This Order is applicable to the Marine Corps Reserve.



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DOCTRINAL PUBLICATION DEVELOPMENT SEQUENCE

The steps in this enclosure describe the general sequence to be followed in the development of a doctrinal publication. Specific guidance for proponents will be provided as part of a Plan of Action and Milestones (POA&M) developed for each publication.

1. Identify Doctrinal Need

a. Doctrine development is a cyclic process involving the creation and maintenance of doctrinal publications to implement institutional changes. Marine Forces (MARFOR) commanders may identify doctrinal deficiencies when existing doctrine fails to provide adequate guidance for their mission, tasks, or functions. These deficiencies are most often noted in exercises and can be communicated to CG MCCDC through a number of means, both formal and informal. Concept developers, MAGTF proponents, and mission area analysts at MCCDC are also in a position to uncover doctrinal needs. HQMC may suggest modifications to doctrine as a remedy to an identified warfighting deficiency or to keep pace with the Marine Corps Master Plan.

b. When a potential doctrinal deficiency is identified through one of these sources, existing Marine Corps doctrine is examined to determine if in fact a deficiency exists. Joint and other service doctrine is also reviewed for its applicability. Sometimes simply ensuring adequate Marine Corps distribution of the publication(s) may suffice. If not, the doctrine development process is initiated by the President, Marine Corps University (MCU) by assigning a doctrine project to a proponent and an action officer (AO) within the Doctrine Division to monitor the project.

2. Prepare a POA&M. The Doctrine Division AO is responsible for the drafting of a POA&M for the project based on initial guidance received. The POA&M provides preliminary information which establishes the purpose, scope, target audience, and milestones for the project.

3. Prepare Chapter Outline and Propose Distribution. After receiving the POA&M, the proponent SME prepares an outline of the publication. The level of detail will depend on the availability

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of information about the topic. Some research may be required for this step, but the purpose is to gather sufficient information to prepare a preliminary outline. More detailed research will be conducted after the initial outline is approved.

4. Perform Author's Research. Research is continuous in the publication development and refinement process. Related Marine Corps doctrine and joint, combined, or other service doctrine are primary research sources. Other sources include the FMF, joint and service lessons learned, operational reports, historical studies, liaison visits, conferences, and student texts and reference publications.

5. Prepare Author's Draft. The proponent SME expands the preliminary outline based on completed research and writes the text of the publication. During the development of the initial draft, the SME may seek informal review of individual chapters or of the entire draft from any appropriate source.

6. Prepare and Staff Coordinating Draft for Review

a. Coordinating drafts (CD) are author's drafts of publications approved by the President, MCU and signed by CG MCCDC for staffing throughout the Marine Corps. The President, MCU ensures dissemination of the CD and solicits comments and recommendations from all potential users such as the FMF, HQMC, and the Expeditionary Warfare Training Groups.

b. For higher order doctrinal publications (MCDP's), CG MCCDC may convene a general and flag officer Doctrine Review Board (DRB). DRB members will be provided copies of the CD prior to the board so that they may formulate their comments and recommendations. Board members may also be required to provide guidance on purpose, scope, and target audience and review outlines of capstone doctrinal publications. During the DRB, all comments and recommendations are considered. New approaches to the publication may be identified prompting revision.

7. Incorporate Changes and Recommendations. The results of the above reviews form the basis for revising the CD prior to final editing.

8. Edit and Produce Final Draft. Before promulgation, each publication undergoes formal editing and preparation for

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printing by the Doctrinal Publications Section. This ensures that the publication is properly formatted, illustrated, and reviewed for content.

9. Submit Final Draft to the CG MCCDC for Approval. After completion of final editing, the publication is submitted to CG MCCDC for approval of the publication as Marine Corps doctrine. With the exception of a few publications promulgated directly by the CMC, CG MCCDC approves and promulgates all doctrinal publications for CMC.

10. Print and Distribute Approved Publication. Responsibility for printing and distribution of approved publications rests with the doctrinal publications section of the MCU. The doctrinal publications section will coordinate printing with HQMC (Code ARE) and distribution with MCLB, Albany, GA. The doctrine AO will provide the recommended distribution list for each publication.

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